

Herman Goldstein Award



**H.E.A.T.
Problem-Oriented
Policing
That Works**

Hamilton-Wentworth Regional Police Information

Population

Year	Policing Population
1991	451,665
1996	467,799
2001	498,050

Per Capita Cost

\$158.33

* Based on 467,799 population

Jurisdiction

- The Hamilton-Wentworth Regional Police is responsible for policing Stoney Creek, Flamborough, Ancaster, Glanbrook, Hamilton and Dundas, with a total of 1138 square kilometers.

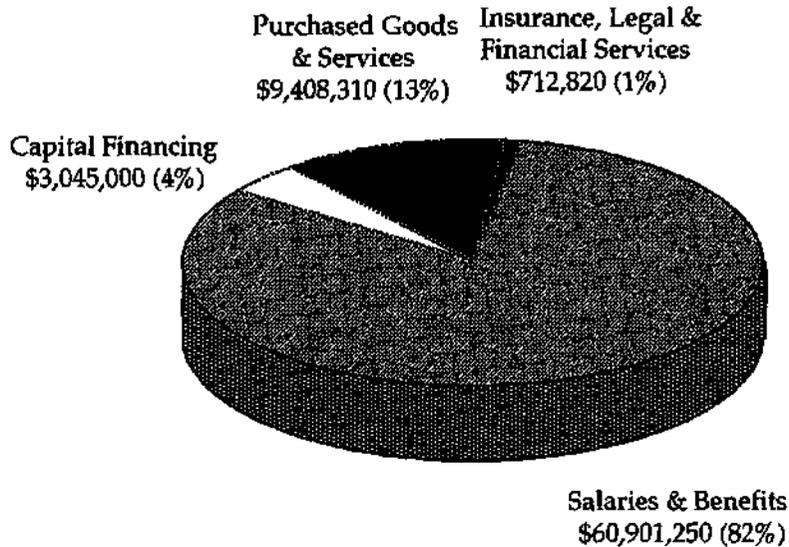
Human Resources Profile

Sworn	661
Civilian	243
Total	904

Total Calls for Service

96,379

Expenditures by Object



Abstract

Project Abstract



Hamilton-Wentworth
Regional Police

H.E.A.T.

Problem-Oriented Policing
That Works

Hamilton-Wentworth
Regional Police,
Hamilton, Ontario,
Canada
July 25, 1997

1995: IDENTIFYING THE PROBLEM

Incidents of auto theft in Hamilton-Wentworth increased by 160% between 1991 and 1995, rising to an all time high of 5,668 stolen vehicles per year by the end of this period.

Police analysts predicted the increase to continue - a prospect the community and police were no longer prepared to accept in light of the tremendous public safety concerns, victimization and property losses attributed to the auto theft problem.

1996: THE GENESIS OF H.E.A.T.

To effectively put a stop to the increasing auto theft rate and ultimately reduce the frequency of auto theft across the Region, the Hamilton-Wentworth Regional Police designed and implemented the High Enforcement Action Team or H.E.A.T. - an innovative and effective problem-oriented policing strategy based on the SARA problem-solving model.

1997: THE RESULTS

One year after the inception of H.E.A.T., auto theft crime in Hamilton-Wentworth dropped by 16%. Hamilton-Wentworth H.E.A.T. has become a model of problem-oriented policing, inspiring and assisting many other police services across Canada in developing similar programs; Peel Regional Police H.E.A.T. was the first in January of 1997.



Scanning the Environment

HEAT: A Redesigned Service Devoted to Community Needs

Innovative community policing should constitute a break from traditional incident-driven response to crime and disorder problems. In 1995, responding to community-identified quality of life concerns, the Hamilton-Wentworth Regional Police made the break by designing an effective problem-oriented policing strategy based upon the SARA problem-solving model - the High Enforcement Action Teams or "H.E.A.T."



The mission of H.E.A.T. is simple: to act as an operative needs identifier and problem solver using the resources of the police service, the community and the specially trained Community Response Unit that was designed to compliment H.E.A.T.

H.E.A.T. officers are trained to look beyond the quantification of Police Service delivery to ensure that the actions of our police service solve community problems from the perspective of the community itself.

In designing H.E.A.T., Hamilton-Wentworth Regional Police looked to the diverse, problem-solving initiatives of police sendees from around the world in order to identify their most effective components. From there, successful strategies were reformulated to work within the geographic, cultural and financial confines of Hamilton-Wentworth.

For example, Newark, New Jersey's T.A.R.G.E.T. Unit (Tactical Auto Recovery Group and Enforcement Team) has proven itself to be a highly effective enforcement and crime prevention group dedicated to the reduction of vehicle theft and car-jacking. But their police, community and government supplied resources, bolstered by a 1992 Federal Crime Grant of \$300,000.00, far surpassed the resources available for the H.E.A.T. Program.

Nonetheless, the Hamilton-Wentworth Regional Police were prepared to strive for success; H.E.A.T. was prepared to do more with less.

In the end, H.E.A.T. would stand as a model for police services across the country; not only for its auto theft initiative but for innovation in the "whole picture" identification and treatment of crime and disorder problems. The H.E.A.T. philosophy: "Not just doing extraordinary things, but more importantly, doing ordinary things extraordinarily well."

H.E.A.T. Project 1/96: Auto Theft Reduction Initiative

Quality of life concerns in Hamilton-Wentworth are not limited to the rapidly rising auto theft rate. Vandalism, break and enters, disorderly youth activities and other crimes which touch hundreds of citizens monthly are also the focus of the unit.

The goal of H.E.A.T. is to lessen the negative impact that these crimes have upon the community and increase the scope of our efforts at providing quality service.

As the result of a community/police consultation process in January 1996, the reduction of auto theft in Hamilton-Wentworth was earmarked as H.E.A.T.'s first initiative. A thorough workup of the facts and figures relating to auto theft presented a bleak picture:

- In 1995 the Region of Hamilton-Wentworth experienced 5,668 incidents of auto theft, an increase of over 12% from the previous year and a whopping 160% increase in auto theft since 1991.
- In early 1996, HWRP Crime Analysts modestly predicted that an additional 10% increase in auto theft crime would occur by year's end, pushing the number to a staggering 6,235 vehicles.



- Statistics from surrounding municipalities were similar; Hamilton-Wentworth's problem was not an isolated one.

Hamilton-Wentworth Regional Police were poised to turn up the H.E.A.T. on auto theft crime in 1996; to put a stop to the spiraling increase in stolen vehicles and ultimately *reduce* auto theft crime across the Region. A lofty proposition, but one that was entirely necessary in order that community needs - making people feel safe and improving their quality of life - could be met.



Analysis and Response

The Genesis of H.E.A.T and the Community Response Unit

In 1992 the Hamilton-Wentworth Regional Police Service introduced a New Service Delivery designed to combine community policing initiatives with the implementation of beat management throughout the Region of Hamilton-Wentworth.

Differential Response (Call Prioritization) was at the heart of the New Service Delivery. In the past, our officers responded to 99% of all calls for service regardless of the nature or importance of each call. This door-to-door public expectation represented an unrealistic approach to improving our service.

The intent of the New Service Delivery system was two-fold:

- to ensure immediate police response to priority situations by offsetting response time and methods of response in non-emergency situations; and
- to introduce time for problem solving at the front-line level by reducing and/or eliminating officer response to identified "minor offence" matters.

In addition to answering regular calls for service, officers assigned to beats and neighborhoods on an extended basis were challenged to develop community partnerships to aid in identifying, analyzing and resolving problems at the beat/neighborhood level.

To many front-line officers, the new system was viewed as cumbersome, ineffective and in stark contrast to traditional policing methods. Successes in the past had been measured by the numbers of calls handled and the numbers of arrests made; the police reigned as sole deciders of what the problems were and how they were to be solved. Successes in the future would rely heavily on community input and community satisfaction; a concept that was abstract to many and difficult to gauge accurately in the new system's infancy.



Measuring the Effectiveness of the New Service Delivery

Call prioritization, staff deployment, specialization and time management proved to be critical components of the New Service Delivery. In 1995, two years after its introduction, the Hamilton-Wentworth Regional Police set out to accurately gauge community response as to just how effective the New Service Delivery was.

Community forums, town hall meetings and a Public Safety Survey revealed that the community expressed a high level of confidence in our priority/emergency response initiatives. Public confidence was also high in the areas of major crime investigation, criminal clearance rates and other initiatives related to the resolution of high profile crime and order problems.

But the same didn't hold true for the effectiveness of our service in dealing with the type of crime which affects hundreds of people daily - common occurrences such as vehicle thefts,

bicycle thefts, vandalism, disorderly youth problems, residential break and enters and other property crimes. The community expressed valid concern that Call Prioritization and Differential Response were limiting on-scene police involvement with these types of incidents.

Increasing calls for service, increasing public accountability, the complexities of the law and a greater emphasis on serving the needs of victims, all contributed to a reduction in the problem solving capabilities of our front-line patrol officers. Changes in service delivery had to be made once again. H.E.A.T. was the answer, a concept that would challenge the obstacles in Hamilton-Wentworth.



A Commitment to Success

Staffing within each of the three major Police Divisions in Hamilton-Wentworth was increased in 1995 and 1996 as the result of our Police Service Board's commitment to the success of H.E.A.T. Twenty-five (25) new officers were promised and delivered to the Divisions in order that the H.E.A.T. units and supporting C.R.U.'s could be effectively deployed.

In developing H.E.A.T. and the C.R.U., every possible consideration was given to pairing diverse community needs with a diverse range of need-specific police specialists.

The staffing of H.E.A.T. and the C.R.U. within each of Hamilton-Wentworth's three major Police Divisions is as follows:

- Five (5) Divisional H.E.A.T. Officers
- One (1) Divisional School Liaison Officer
- One (1) Divisional Youth Crime Coordinator
- One (1) Divisional Analyst
- One (1) Elder Abuse Officer
- Two (2) Community Services Officers
- Two (2) Divisional Safety Officers (Traffic)

Divisional H.E.A.T. Officers form the core of the C.R.U. Specialized training, ranging from surveillance techniques to victim sensitivity and cultural awareness programs, enable the H.E.A.T. officers to respond to any situation, problem or issue which affects the quality of life in their Divisions. They are deployed when the community and the police identify a developing or persistent problem. The H.E.A.T. officers form partnerships with schools, civic groups, area businesses and concerned individuals who work with the H.E.A.T. units until the problem is controlled and/or resolved. Their procedures are institutionalized, ensuring efficient, quality service throughout Hamilton-Wentworth.

Each H.E.A.T. unit handles problems specific to the environmental makeup of their Divisions, but they are also capable of banding together when a problem, such as auto theft, is identified as a Region-wide epidemic. Their initiatives are documented thoroughly enabling rapid mobilization of staff, resources and strategies for any problem. Divisional H.E.A.T. units design problem resolution initiatives and their results are made available to the community, our Police Service, H.E.A.T. across the Region and other police services who wish to use the concept.

A Breakdown of the H.E.A.T. Auto Theft Initiative

The Auto Theft Initiative stands as an example of H.E.A.T.'s "whole picture" problem-solving treatment of a problem:

- An overview of the auto theft problem was developed; this detailed auto theft statistics and related concerns such as the personal/financial "costs" of auto theft (See Attachments for example).

- An overview specific to each Police Division was developed; the Division 2 H.E.A.T. overview summarized statistics and problems unique to Division 2. (Example contained in Attachments)
- Research was conducted as to why the problem exists; a psychological/sociological synopsis identified youths seeking thrills as primary offenders. This identified the need for an intense high school education and awareness program aimed at a specific target group.
- Previous endeavours (of HWRP and police services around the world) were researched to find out what worked and what didn't. Previous HWRP auto theft projects of 2-3 months duration were always successful in the short term but their long-term results produced no lasting effects.

(See Attachment analysis chart of 1993 HWRP Project "No Chase", a 2 month project that resulted in a brief 2 month decline in the auto theft rate; auto theft increased dramatically after the conclusion of the project.)
- An Operational Proposal was developed based on the research; the services of the Divisional Analyst, School Liaison Officer and Youth Crime Co-ordinator were assigned full time to H.E.A.T. for a "whole system" problem-solving approach. Ongoing statistical analysis was critical in identifying community needs.
- A Police/Crown Attorney liaison program was established to deal more effectively with young offenders involved in auto theft crime. A Victim Impact Statement and Restitution Order specific to auto theft crime was developed and included as a part of offender court packages. The judiciary were no longer able to say that they were unaware of the scope of the auto theft problem.
- Mission-critical training was instituted for members of H.E.A.T. Specific to the Auto Theft Initiative (and in addition to regular
- H.E.A.T. training) was high risk vehicle takedown training, effective presentation training, court package preparation training and forensic training. H.E.A.T. members were also responsible for the dissemination



of auto theft information to patrol officers. This ensured that the vital link between H.E.A.T. and divisional patrol officers was maintained.

- An Education/Awareness Package was developed and delivered, in an informal class-by-class atmosphere, to all high school students in the Division. H.E.A.T. members spent 3 full weeks in their high schools at the start of the initiative. Follow-up visits were conducted throughout the year as a part of the auto theft initiative "maintenance program".
- A liaison was established between the media and H.E.A.T. Numerous media releases and ongoing media attention recognized the efforts and successes of the program. The corporate H.E.A.T. logo symbolized a new era for Hamilton-Wentworth's problem-oriented policing strategy and community policing effectiveness.
- A liaison was established between H.E.A.T. and Crimestoppers of Hamilton-Wentworth. Crimestopper tips led to numerous H.E.A.T. arrests during the auto theft initiative; this relationship has continued successfully in other H.E.A.T. initiatives. In May 1997 the Division 2 H.E.A.T. unit received the local Gordon V. Torrance Crimestoppers Award for their dedication to continuing partnership with the Crimestoppers program.
- A government-funded youth employment program dubbed "CAR" (Community Auto Theft Reduction) was set up in Hamilton-Wentworth to educate the general public on crime prevention strategies. CAR members received awareness and high school presentation training from H.E.A.T. Although a separate entity, the CAR project fully complimented the goals and objectives of H.E.A.T.
- H.E.A.T. obtained corporate funding and community sponsorship from the insurance crime prevention industry and local auto dealerships to offset the costs of equipment and surveillance vehicle rentals. These partnerships reduced the costs per vehicle per month by over 40096.



HEAT. has continued to operate in partnership with community and corporate sponsors.

- Statistical analysis was maintained throughout the duration of the Auto Theft Initiative to provide feedback and direction for HEAT. The results of ongoing analysis and an analytical summary of the HEAT. Auto Theft Initiative speak for themselves - the first prolonged reduction in auto theft in over 5 years.
- HEAT. took the initiative to inform the Government of Ontario of its program, results and continued dedication to the auto theft problem. In conjunction with the HEAT. request and a similar initiative launched by the CAR Project, a provincial government awareness campaign was launched via poster, television commercial advertisements and education packages announcing "The Joyride's Over". And in June of 1997 the Government of Canada responded to our concerns by enacting new auto theft legislation which criminalized passive possession (i.e. being passenger) of stolen vehicles.



H.E.A.T. in each geographic police division applies the same "whole picture" problem-solving treatment to other quality of life concerns with a constant focus on quality service, customer satisfaction, rapid response to environmental changes, internal/external communication processes, networking and a commitment to continuous learning and improvement.

For example, **Division 2 H.E.A.T.** handles a mix of merchant and industrial businesses coupled with a large residential and rural population base. Problems with disorderly youths, residential break and enters, drug abuse at high schools and the environmental erosion of historic and protected park lands have been the primary focus of Division 2 H.E.A.T. in 1996. For the park lands' initiative, Division 2 H.E.A.T. teamed up with the Hamilton Conservation Authority and the Niagara Escarpment Commission to reduce environmental erosion of sensitive lands

due to off-road vehicle use and teen "bashes". The unit received a \$5,500.00 grant from the Canada Trust "Friends of the Environment Foundation" in order to purchase a dirt bike capable of accessing secluded areas of the trail/escarpment system. Division 2 H.E.A.T. was also responsible for developing and participating in the Region-wide Auto Theft Initiative.

Complimenting the problem-solving capabilities of H.E.A.T. in each police division are division-specific C.R.U. officers:



- **Divisional School Liaison Officers** - provide positive interaction between the police, our schools and the community. Their full-time commitment to the school system ensures that young students, their families and school staff have a familiar face to turn to, to speak with and to help resolve personal and community issues.
- **Youth Crime Co-ordinators** - serve to identify and monitor youth crime; specifically, the impact that youth crime has upon the community. Consultation with the community and the analysis of crime trends has revealed a disproportionate amount of young offender involvement in the quality of life crimes/issues that are the focus of the C.R.U.
- **Divisional Analysts** - perform an integral function within the C.R.U. They are charged with analyzing divisional problems/problem areas, crime trends, high crime areas and community needs within their respective divisions. The Divisional Analyst then attempts to paint a picture of the five W's - who's involved, what's involved, where is it happening, why is it happening and when is it happening - with particular emphasis on directing the efforts of the H.E.A.T. officers to areas of concern.
- **Elder Abuse Officers** - serve as a liaison between the police and the elderly in the community. Our rapidly aging population dictated the need for specialized police officers to deal more effectively with elder abuse and elder victimization - both growing crime trends. The Elder

Abuse Officers further serve to assist with and facilitate crime prevention programs for seniors' groups, retirement homes and predominantly senior neighborhoods.

- Community Services Officers - work directly with the community on community relations and crime prevention programs. Their traditional roles are bolstered by their direct involvement with Divisional Citizen Liaison Committees, Citizen Advisory Committees, the training of local crime prevention organizations and Neighborhood Watch groups. Community Services Officers liaise with officers in their Divisions and officers within the C.R.U. in order to address problems that traditional, reactive police response does not solve.
- Divisional Safety Officers - focus their attention to traffic related problems within their Divisions. Members of the H.E.A.T. units retain the flexibility to assist the D.S.O.'s should traffic related problems of a serious and persistent nature arise. The D.S.O.'s also compliment the H.E.A.T. units with their ability to provide motorcycle support (on and off-road) for various initiatives.



The "whole picture" problem solving initiatives developed by H.E.A.T. are matched perfectly to the C.R.U.'s "whole system" approach to meeting community needs.

Assessing; H.E.A.T. And Its Results

H.E.A.T. has been in operation for little more than a year, yet its accomplishments respecting the reduction of auto theft in Hamilton-Wentworth have never previously been matched.

Since the implementation of H.E.A.T. in 1996, incidents of auto theft have dropped, on average, by more than 16%. The decrease in auto theft crime was maintained throughout 1996, resulting in the first overall reduction in auto theft crime (based upon a one year period from January to December) in over 5

years. The trend is continuing into 1997 with even better results. (See Attachments/analysis charts which identify auto theft statistics for Hamilton-Wentworth 1991-1996, the proportion of young offender involvement in auto theft crime and the percentage of crime in Hamilton-Wentworth relating to auto theft.)

H.E.A.T.'s arrest and recovery statistics were equally impressive. Vehicles worth in excess of two million dollars were recovered by the divisional H.E.A.T. units throughout the year and arrests, particularly those of young offenders, increased dramatically as a result of full-time analysis and analysis-derived targeting techniques.



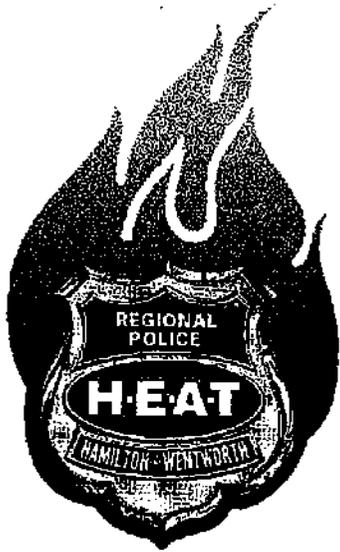
The vehicle recovery and arrest rates speak to the quantifiable results of H.E.A.T. and the traditional role of law enforcement; a necessity in the maintenance of crime and order, and a critical component for measuring the operational effectiveness of the unit.

More importantly however is the long-term reduction in auto theft crime and the resultant confidence that the community has in our combined problem solving efforts. Similar successes have been recognized in each of the unique H.E.A.T. initiatives carried out to date; prostitution-related offences in Division 1 have dropped, disorderly youth complaints in Division 2 have dropped, night-time residential break and enters in Division 3 have dropped. Improved quality of life in our community speaks to the quality of H.E.A.T. This has been, and will remain, H.E.A.T.'s ultimate goal.

The diversity of H.E.A.T. initiatives, even though they are run on a project-by-project basis, ensures that more than one community issue is dealt with at a time. And the long-term effectiveness of H.E.A.T.'s short-term initiatives sends out a clear message: the "whole picture" approach to problem solving

works. H.E.A.T. initiatives and their ensuing maintenance programs are not simply "band-aid" solutions to community problems.

Divisional patrol officers also benefit from the success of a particular H.E.A.T. initiative. Fewer calls for service (the result of a reduction in crime rates or the resolution of a problem) translates directly to increased patrol time available to front line officers. Increased patrol time means more time for problem solving at the front line level; another goal met by the effectiveness of H.E.A.T.



Community feedback has been entirely positive. H.E.A.T. is viewed as an assessable, approachable group of concerned police officers who meet and work with communities to effectively problem solve. More and more, community groups are asking for "the H.E.A.T." rather than "the police" to help them with their problems. A brochure, designed and produced by H.E.A.T., ensures that the community is clear in their understanding of what H.E.A.T. is and how it can work for them; H.E.A.T. is not, and never will be, a group of cloak and dagger crimefighters.

Institutionalizing H.E.A.T. as a Problem-Oriented Policing Strategy

The H.E.A.T. program was designed to be a "whole picture" process, not a stop-gap measure to displace crime and order problems from one area of the Division/Region to another. The "whole picture" treatment introduced by H.E.A.T. ensures that ongoing attention is given to quality of life concerns where they occur by people who care.

The results of our "whole picture" approach to controlling problems, such as auto theft, prove that H.E.A.T.'s successes

are maintainable over time. In fact the maintenance or follow up of completed H.E.A.T. initiatives was built into the program from the start. If a problem begins to resurface, H.E.A.T. quickly revisits it.

The standards set by H.E.A.T., the institutionalization of their initiatives and maintenance programs and dedication by the people who staff and consult with the unit reflect the commitment to quality service that the Hamilton-Wentworth Regional Police demonstrate.



Police services from across Ontario and throughout Canada have also recognized the success of Hamilton-Wentworth's H.E.A.T. The H.E.A.T. concept was introduced to a national police audience in October 1996 at the Canadian Police College-sponsored "Leadership 96" Conference in Toronto, Ontario. Inquiries on how to set up a similar program were subsequently fielded from across Canada.

Locally, members of H.E.A.T. have traveled to police services throughout Southern Ontario to present the H.E.A.T. concept to senior police administrators.

The Peel Regional Police were among the first to receive the H.E.A.T. presentation, and were impressed by the program and its successes.

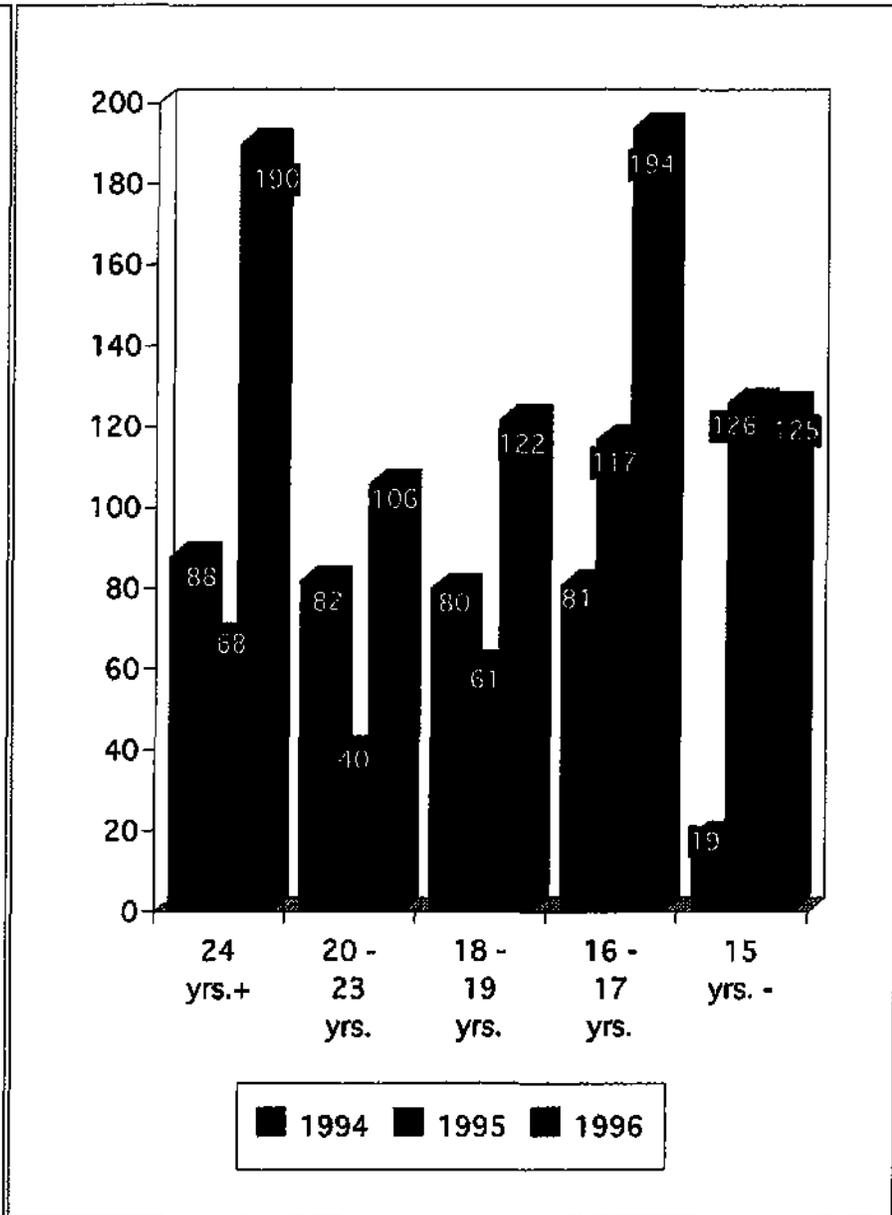
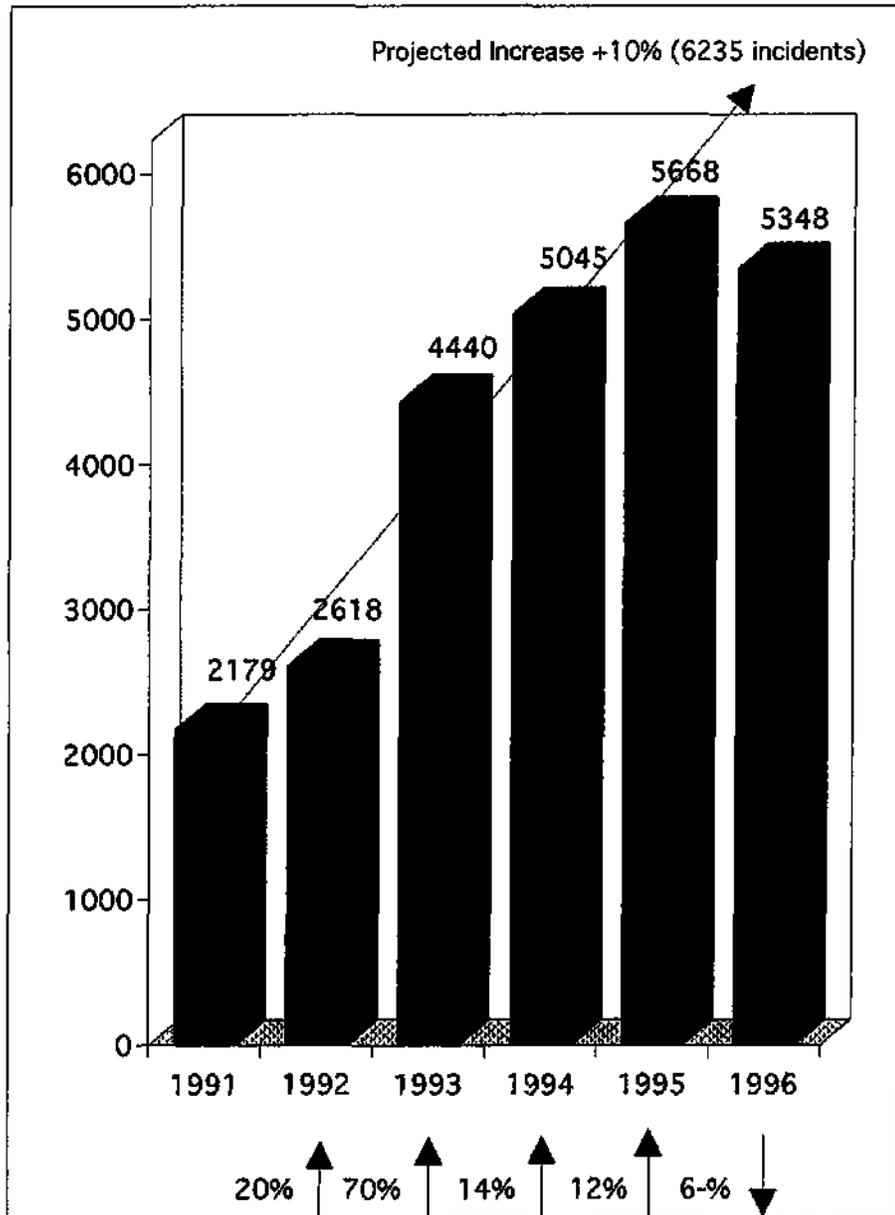
It is said that imitation is the sincerest form of flattery. HWRP H.E.A.T. officers from Division 2 assisted Peel Regional Police in developing their own H.E.A.T. program to address Peel's auto theft problem, one as bad or worse than Hamilton-Wentworth had faced one year earlier. In January 1997 the Peel Regional Police H.E.A.T. (11 Division) program was launched and has, to date, achieved tremendous successes in the reduction of auto theft.

The "whole picture" approach to problem solving works and the multi-municipality potential for the H.E.A.T. program only strengthens our combined commitment to improving quality of life in our communities.



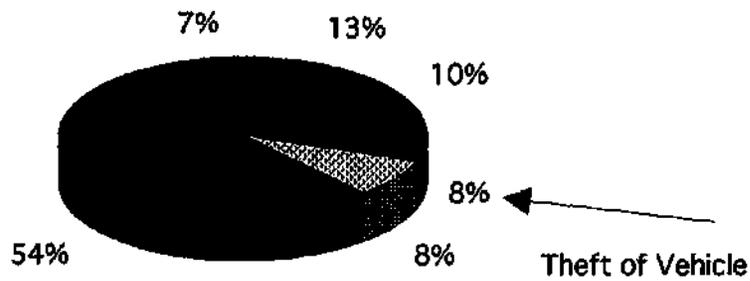
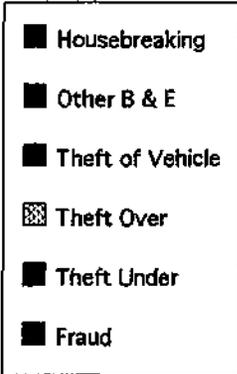
Attachments

Theft of Vehicle Statistics (1991 - 1996) and the Age of Accused (1994 - 1996), Hamilton-Wentworth Region



1991 and 1996 Property Crime Percentage Comparison

1991 Property Crimes



1996 Property Crimes

